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ABSTRACT

Career guidance for youth and adult transition between education and work is a concept central to recent policy-making and national program development. This paper views career guidance as a function being transformed by changing economic, political, institutional, social and educational values and capacities. Recognition for the community-wide responsibility for providing career guidance is essential for effective planning. Major foci include national developments in career guidance, trends in program development, community councils, and career guidance. (Author/BMW)

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CAREER GUIDANCE AND COMMUNITY WORK-EDUCATION COUNCILS

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ABSTRACT

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Career Guidance for youth and adult transition between education and work is a concept central to recent policy-making and program developments through-out the nation. This paper views career guidance as a societal function being transformed by changing economic, political, institutional, social and educational values and capacities. Recognition of the community-wide responsibility for providing career guidance is essential for effective planning and is a key principle of this paper.

Eight questions are central to the analysis which follows a review of national debate and legislation shaping career guidance trends in program development. These central questions are:

- What can be done to make the community-wide career guidance network an effective reality?
- Who is responsible for providing career guidance?
- Where should career guidance be provided?
- How should career guidance be provided?
- To whom should career guidance be provided?
- How should career guidance services be funded?
- What should be the definition of career guidance services?
- What should be the priorities for action in the area of career guidance?

Nowhere have communities dealt with these questions in an articulate, organized fashion. The parts of a career guidance network--young people, parents, friends, teachers, counselors, employers, co-workers, and others--already exist. But institutional linkages need to be developed before a collaborative guidance network can become a viable factor in supporting youth and adult transitions.

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CAREER GUIDANCE AND COMMUNITY WORK-EDUCATION COUNCILS

INTRODUCTION

Along with career preparation and placement, career guidance has become in the last few years a major concern of local school systems, community colleges and technical schools, postsecondary education generally, local Prime Sponsors of public employment and training programs, and, of course, of government officials and agencies at all levels. Career guidance is already a central issue on the agendas of many local education-work councils.

Seen as a societal function, career guidance has always been performed in one manner or another as part of the basic process of socializing each successive generation to the values and opportunities of a society.

As one developer of career guidance theory has observed:

> Everyone has vocational decisions to make and vocational problems to resolve. At various stages of life, we must deal with vocational decisions, problems, or stresses... Everyone must also serve as a vocational coach. With or without appropriate training, parents, teachers, employers, counselors, friends, and others are confronted with numerous coaching problems... (Holland, 1973)

There are in addition to this basic human condition, other factors which complicate the providing of career guidance services. Technology, including published or computerized statistical reports and analysis, and economics, including regional variations and world trade, affect the types, quality, and appropriateness of the career guidance we humans can supply, receive and use.

Therefore, "career guidance" as used here refers to:

> The entire range of forces, personal and institutional, planned and accidental which act to define the career options available to a particular individual at a point in time, and which tend also to condition the choices that individual makes from among those options.

This range of "forces" includes the individual's own abilities, attitudes, knowledge, skills, and motivations as well as the opportunities and restrictions, incentives, and discouragements found in the world at large. Career choices, including choices between work, service, and additional education, can then be described in terms of risk, intermediate objectives and longer-term goals, and probable outcomes. The definition, including conscious and unconscious factors, attempts to describe the complex mix of planned and hapstance causalities which shape the working lives of human beings.

Why start with so broad a definition, one which seems to overwhelm any attempt at a rational analysis? One good reason is that career patterns are themselves so unpredictable. At latest count, American society now offers more than 20,000 occupations to its citizens. (Department of Labor, 1977)

Who could predict at birth, or even at one's departure into adult life, what career pattern would unfold? Who would be likely to argue that they would spend a lifetime in just one, two, or even a single cluster of those 20,000 occupations? We have now become more accepting of the assumption that the "coping" skills of career adaptability and learning how to learn new skills are at least as important for most individuals as the specific skills required for his or her current job. It follows that

the starting point for providers of career guidance services is a profound appreciation for the uncertainties and variations which afflict or invigorate the career paths of individuals.

Another good reason for such a broad definition is the respect which career counselors and "coaches" should hold for the individual. Most of the issues raised in this paper apply with equal force to the delivery of career guidance services to people of all ages. Each specific audience for career guidance services -- young people, retired persons, technologically displaced persons, economically or educationally disadvantaged persons, people entering the labor force in mid-career (women, most typically) -- has unique characteristics. But this is not a problem. The whole point of career guidance is an attempt to recognize and build upon the unique characteristics -- the felt needs, talents, skills, experience -- of each individual served.

Much of what is done in the name of career guidance is responding to a single, important, motivational factor: the need for job security. The focal point of most activity is on preparation for the first job or for the next job or educational opportunity. Contemporary reforms in career guidance attempt to balance the need for immediate job security with assistance which will equip the individual with knowledge and skills needed to satisfy other motivations as well.[1/] These balancing motivations include: the need for self-respect, for pride and personal satisfaction in

---

1/ The career guidance profession views this as an issue of balancing the content of choices (e.g. helping a person decide to be a salesman, engineer) with an emphasis on the process of decision-making (e.g. helping a person to understand and use decision-making skills which will result in rational choices. (Super, 1957)

personal balance, to be able to come to terms with one's own ambitions and disappointments, and with one's mutliple responsibilities to family, employer, friends, society and self. Providers of career guidance services need to one's career achievements; the need for flexibility, to be able to transfer one's skills and experience from one occupation to another; the need for start from a broad definition of their topic if only to preserve a sense of humility and proportion about the impact on personal choices which they would like to have.

The definition above is intended to be such a starting point, setting a tone but not a specific direction for program and project developments. The "accidental" factors in career guidance, by definition, are not subject to rationale analysis. At best, the individual can be prepared to know how to cope with misfortune, to build upon unexpected luck, and to understand rationale calculatons of risk and probability which may help to limit the frequency and impact of unexpected events. The emphasis on decision-making skills found in much recent career education literature represents an attempt to prepare individuals to cope with life's opportunities and uncertainties, and by so doing to extend the individual's awareness of and control over foreseen and unforeseen events.

The specialized profession of career counseling, a social invention introduced in this country at the turn of the twentieth century, has at its core this intent to help the individual gain more control over his or her own life, doing so within a balanced context of information about

oneself and the world of work. The counseling profession -- which includes many more specialization in addition to career counseling -- has developed its own network of training institutions, technical literature, standard practices, and professional organizations. The specialized tools of the counseling profession include personal and group counseling, consultation with parents, employers, school teachers and administrators, medical specialists and others, testing and diagnosis of aptitudes, interests, and achievements, and referral to other counseling professionals. Training of counselors involves great emphasis on the uses of these techniques and on the development of interpersonal skills. Because career guidance has become in recent years a topic of greater significance to the profession as a whole, local work-education councils may find substantial knowledge, expertise and interest in youth transition problems in the persons of local career counselors in schools, universities, the federal-state Employment Service, youth service agencies and in private practice.

Influencing the development of a community career guidance network are several underlying tensions which have shaped the continuing national discussion about career guidance and counseling, the directions of recent Federal legislation, and the opportunities for constructive change likely to be found at the community level. The five areas below should be read as cautions indicating that the topic of career guidance is best approached from a fact-finding point of view. These five areas of tension are:

- Tensions between definitions of career guidance as a function performed de facto by many different persons in many different ways and career guidance as specialized service provided by trained professionals.
- Tensions between the public and profession because of perceptions about the quality and effectiveness of professional career guidance services and of guidance and counseling services generally.
- Tensions -- particularly at the public elementary and secondary level -- between the responsibilities and roles of counselors and the responsibilities and roles of teachers within the schools.
- Tensions between school-based guidance counselors and counselors in non-school settings such as employment agencies. These differences become even more acute when the issues of job-placement and professional certification are introduced.
- Tensions within the guidance and counseling profession itself: between career guidance as a specialization and other forms of guidance and counseling and between the school-based or community-based practitioners and the university-based theorists and counselor-trainers.

An obvious implication of this listing is that our understanding of the purposes, practices and resources appropriate to the performance of career guidance is in flux. This is true. Another implication is that many forces are competing in the attempt to provide answers, and therefore structure, to basic questions about the provisions of career

guidance services. This too is true. Whether this state of affairs is perceived as "good" or "bad" will depend upon one's point of view. Indisputable, however, is the fact that all participants in the debate now accord a greater importance, a more central and formalized place, to career guidance as a critical element in youth transition from school to work, work to school. The debate over career guidance is moving from the periphery of education-work concerns toward the center. Given the new importance and centrality of the debate, it is inevitable that substantial changes are in store for the counseling profession, for school and college programs -- both curriculum and supportive services, for public and private employment and training programs, and for the guidance roles and activities of students, parents, employers, and the interested public.

It is not inevitable that this debate will relieve or resolve the five sources of tension noted above. Positions could become entrenched under continuous criticism or dogmatism. But a growing consensus on basic issues affecting youth transition shows that multiple interests can be served and that the causes of these tensions can be removed or at least mollified.

National Developments in Career Guidance

Movement towards comprehensive career guidance programs is proceeding. The formal recognition and strengthening of the community career guidance network is a concept which already has been accepted as valid by leaders within the career guidance profession and by many others outside the profession who have been involved in both youth transition and adult transition activities.

The bulk of career guidance research, training, program development and debate has taken place in educational terms rather than in terms of manpower planning. The impact of the Comprehensive Employment and Training Act (CETA) is only beginning to be felt as a force in the delivery of career guidance. As the administrative structure for CETA becomes more established and more professionalized, and as job opportunities for counselors expand within the CETA structure, the terms of the career guidance discussion may change. Meanwhile, it is the education sector's involvement in university training and local in-service staff training and program development which dominates current discussions.

In mid 1978, for example, the Center for Vocational Education at Ohio State University will publish a much-needed handbook on career guidance programs, practices, and models. Tentatively titled Building Comprehensive Career Guidance Programs for Secondary Education, this federally funded handbook is being written by the counseling profession leadership with the intent of providing secondary school counselors with the tools for program planning and development. Elsewhere, particularly at universities with strong guidance and counseling programs, the development of career guidance programs is receiving major attention. In some cases this emphasis on

career guidance as the most productive area for school counselor involvement has been evolving for more than ten years, with clear roots in the earlier, occupational-oriented, history of the guidance profession. This side of the profession is again coming to the fore and with it is coming a wider acceptance of the need for community participation in guidance activities and of the new roles available to the counseling profession as managers and specialists in that process. Career guidance, in other words, is leading the profession to look outwards for assistance and cooperation. Career guidance is also giving the profession a conceptual framework which legitimizes the incorporation of program and project development skills by school counselors.

Current thinking in the guidance profession has been successfully stimulated also by the career education movement, particularly by the national-level leadership of the U.S. Office of Education's Office of Career Education and by the research and development program of the National Institute of Education. Many of the activities initiated under the banner of career education have a career guidance component involving school guidance personnel and community resources. Kenneth Hoyt, Director of the Office of Career Education, is a past president of the American Personnel and Guidance Association and has written and spoken extensively on the many different roles which need to be performed for the effective delivery of career guidance services (Hoyt, 1974, 1977). In 1976 the Office of Career Education surveyed the Federal establishment and identified 38 agencies with programs and technical assistance related to career education. Types of available assistance ranged from simple publications to contracts and grants (DHEW, Office of Career Education, 1976).

In the Career Education Act of 1977, Congress defined career education as:

> The totality of experiences, which are designed to be free of bias and stereotyping (including bias or stereotyping on account of race, sex, age, economic status, or handicap), through which one learns about and prepares to engage in, work as part of his or her way of living, and through which he or she relates work values to other life roles and choices (such as family life).

Curiously, while the concepts of career education have given the definition of career guidance its greatest breadth and received the widest national attention, funding for career education as a Federal program has been treated in a tentative, experimental manner. The Federal government appears to be waiting to see if a natural constituency develops around the career education movement, or whether the "movement" will prove to be a fad of unproven value.

About $10 million has been appropriated annually by Congress to fund the career education program first authorized in the Education Amendments of 1974 (Public Law 93-380). In fiscal year 1976 that program funded 118 grants and contracts from among 992 applicants. The Office of Education also has encouraged the use of funds from the Vocational Education Amendments of 1968 (Public Law 90-576) Title I, Parts C (Research) and D (Exemplary Programs) to be used for "broad occupational orientation at the elementary and secondary levels." From fiscal year 1975 through fiscal year 1978, the Part D program has focused its demonstration projects funds (about $8 million annually) on about 50 projects using concepts and practices developed by the experience-based career education program of the National Institute of Education. Part C has been used in part to fund research or guidance, counseling, placement and follow-through services for all youth and adults.

Building on these and related initiatives, about 15 states now have laws (but not always additional funds) supporting career education. Few of these laws have been passed since 1974. Most state departments of education argue that their existing programs are directed toward career education goals without the need for additional legislation (Jesser, 1975, and verbal communication, 1978).

In late 1977 the Congress passed the Elementary and Secondary Career Education Act of 1977. Funds to implement this act were not included in the President's proposed budget for fiscal year 1979, the first year in which the act would take effect. Therefore, it is not clear if this ambitious piece of legislation -- which could provide significant impetus to career guidance initiatives -- will be funded. As enacted, the bill would provide $50 million for elementary and secondary programs in fiscal 1979, $100 million in 1980, another $100 million in 1981, $50 million in 1982, and $25 million in 1983. After the first year the program must be advance funded, meaning in fiscal 1979 Congress will have to appropriate for two years, 1979 and 1980. Local school districts would be able to use the money to:

* Instill career education concepts in the classroom.
* Carry out career education guidance, counseling, placement, and follow up.
* Develop collaboration with handicapped, minority and women's groups, and use people from those organizations in the classroom and on field trips.
* Set up work experiences for students who want to explore specific careers, provided there is a chance of jobs in the field and the students do not displace other workers.
* Hire or train coordinators to pull together career education programs in in the LEA or several districts (but not in just one school building).
* Give in-service training and conduct institutes for board members and parents, among others.

* Buy materials and supplies.

* Operate community career education councils or resource centers.

* Conduct needs assessments and program evaluations.

The largest single source of funding for career guidance activities is Title I, Part A of the Vocational Education Act. More than $20 million will be made available for vocational guidance and counseling during fiscal year 1978.

"Vocational education" is defined in the act to mean:

> Organized educational programs which are directly related to the preparation of individuals for paid or unpaid employment, or for additional preparation for a career requiring other than a baccalaureate or advanced degree.

This definition, clearly more restrictive than that applied to career education, tends to direct responsibilities for vocational guidance and counseling toward the established structure of vocational educators in state and local education agencies with an exclusive focus on a selective portion of secondary school, and possibly community college students.

In fact the language of the Act offers exceptionally wide opportunities for the development of creative, meaningful career guidance programs. Section 134 of the law deserves to be quoted in its entirety:

Vocational Guidance and Counseling

Sec. 134. (a) Not less than 20 per centum of the funds available to the States under section 130(a) shall be used to support programs for vocational development guidance and counseling programs and services which, subject to the provisions of subsection (b), shall include one or more of the following activities --

(1) initiation, implementation, and improvement of high quality vocational guidance and counseling programs and activities;

(2) vocational counseling for children, youth, and adults, leading to a greater understanding of educational and vocational options;

(3) provision of educational and job placement services, including programs to prepare individuals for professional occupations or occupations requiring a baccalaureate or higher degree, including follow-up services;

(4) vocational guidance and counseling training designed to acquaint guidance counselors with (A) the changing work patterns of women, (B) ways of effectively overcoming occupational sex stereotyping, and (C) ways of assisting girls and women in selecting careers solely on their occupational needs and interests, and to develop improved career counseling materials which are free;

(5) vocational and educational counseling for youth offenders and adults in correctional institutions;

(6) vocational guidance and counseling for persons of limited English-speaking ability;

(7) establishment of vocational resource centers to meet the special needs of out-of-school individuals, including individuals seeking second careers, individuals entering the job market late in life, handicapped individuals, individuals from economically depressed communities or areas, and early retirees; and

(8) leadership for vocational guidance and exploration programs at the local level.

(b) Each State which chooses to fund activities described in paragraph (1) or (2) of subsection (a) of this section shall use those funds, insofar as is practicable, for funding programs, services, or activities by eligible recipients which bring individuals with experience in business and industry, the professions, and other occupational pursuits into schools as counselors or advisors for students, and which bring students into the work establishments of business and industry, the professions, and other occupational pursuits for the purpose of acquainting students with the nature of the work that is accomplished therein, and for funding projects of such recipients in which guidance counselors obtain experience in business and industry, the professions, and other occupational pursuits which will better enable those counselors to carry out their guidance and counseling duties.

Other sections of the law provide funding to support in-service training of vocational education personnel (including teachers, counselors, and administrators) in new and emerging occupations and in skills needed to overcome problems of sex bias and to assist persons of limited English-speaking ability, and to provide for the exchange of vocational educators with their counterparts in commercial, industrial and other public and private employment.

Overall, however, the Federal government's support of career guidance has been a mixture of enthusiasm and frustration. The enthusiasm is evident in Congressional support for career education, in the authorization of career guidance and counseling services in the Comprehensive Employment and Training Act of 1973 and the Youth Employment and Demonstration Projects Act of 1977, in the emphasis on career guidance and counseling in other legislation including Vocational Education Act of 1963, the Women's Educational Equity Act of 1974, and in the 1976 authorization of Educational Information Centers for each state. In previous years the federal interest was evident in the substantial funding for school-based counseling services appropriated through the National Defense Education Act (NDEA) of 1958, the Elementary and Secondary Education Act (ESEA) of 1965, and built into the federal-state Employment Service through the Wagner-Peysner Act of 1933.

But if federal government policy and funding have continually recognized the critical role of career guidance and counseling services for youths and adults, that recognition has been influenced in recent years by a strong element of frustration with the perceived ineffectiveness of all guidance and counseling programs, career and otherwise. Congressional concern for the impact of budget resources has been shaped by the many evaluation studies of guidance and counseling programs. For the most part these studies have shown few benefits to students, particularly employment-bound students, from federal and other expenditures for guidance and counseling services. The reasons are complex and as frustrating to the counseling profession as to others.

Concerns about program ineffectiveness led Congress in 1971 to consolidate NDEA guidance, counseling and testing services under ESEA Title III,

which also reserved funding for the same categories but shifted federal allocations from the state to a grant program directly available to local educational agencies.

The continuing disappointment with the results of and lack of co-ordination among guidance and counseling activities led Congress in 1974 to once again return the allocations to State control, but this time removing on a phased basis the requirement that monies be spent on guidance and counseling programs. Starting in 1976, monies which had been targeted for guidance and counseling programs at state and local school district levels were made available for general education purposes. From the perspective of the counseling profession, the results have been discouraging. The American Personnel and Guidance Association (APGA) estimates that the general education funds made available for guidance and counseling activities under NDEA and ESEA legislation has dropped from about $25 million in 1958 to about $14 million in 1977, a drop which has been felt even more emphatically in terms of purchasing power.

Thus the primary legislative objective of the APGA in recent years has been to reinstate the categorical funding for guidance and counseling. Actively supportive of recent career education legislation, and pleased with the inclusion in 1976 education legislation of a limited grants and contracts program for strengthening guidance and counseling services, the APGA is concerned about the overall decline in guidance funding to local educational districts.

The national scene, in sum, can be described as an amalgam of conflicting trends and perspectives, some very encouraging of efforts to build career guidance networks, others not encouraging. For the time being,

the weight of momentum appears to be with those who are working toward providing closer, more realistic contacts between education and work, greater stress on the career information, counseling and experience needs of students and out-of-school youth, more inclusive definitions of personnel and institutions who can contribute to the career guidance process, and more comprehensive programs and projects for bringing these diverse people and needs together.

The programmatic thrusts of the education sector have been met with enthusiastic endorsements from other parts of society. In 1974, for example, twenty-four national organizations representing education, industry and business, organized labor, and parents and professions cooperated with the U.S. Chamber of Commerce in the publication of a primer on career education. The record of cooperation being established by local, state, and national advisory councils for federally funded vocational and career education has been impressive in many instances, although success here appears to be highly dependent upon the initiative of a single sector: the educational system. The individual initiatives being taken by employers in assisting schools in their career-related programs -- in the classroom and at the work site -- have been equally impressive.

Concurrent with the growing educational interest in improved career guidance as a central component of youth transition programs has been the even more dramatic involvement of the human resources sector. The Comprehensive Employment and Training Act of 1973 (especially Title I,

"Comprehensive Manpower Services") and its related legislation has emphasized the importance of career counseling as an essential support service. Here again there have been different levels of commitment to the implementation of career guidance, and varying views as to the role of professional counselors, paraprofessionals and the involvement of citizens generally. But the tools of career guidance are recognized and await the imagination and impetus which local leadership can provide.

Trends in Program Development

Active, widespread and enthusiastic, the trend toward greater attention to education-work linkages -- including career guidance and career education activities -- is still gaining momentum and sophistication. The need for more direct contact and cooperation between educational institutions and other social institutions has been so strong that this momentum has continued despite the ambiguities and lack of substance which characterized many early attempts to forge these linkages.

How much longer the luxuries of ambiguity and incomplete planning will be permitted is an open question. Already many of the presumably "simple" tactics of the "movement" are being criticized for superficiality even while practitioners are just learning how complex those tactics really are, or need to be. Three activities used extensively at the secondary level can be cited: career days, resource persons in classrooms, and career-oriented field trips.

Activities which build the community career guidance network, which involve career guidance staff directly as service providers or which infuse career information and decision-making training through varieties of educational experiences -- these activities can be done well or they can be done poorly, just as is the case for any educational program or any productive work experience. Field trips can be the entry point for sophisticated learning experiences in consumer economics, organizational analysis or political science. Or they can be nothing more than self-defeating "walk and gawk" boredom. Career days can be the focusing activity for a sophisticated panorama of learning experiences and community involvements. Or they can be a confusing hodge-podge of traffic patterns and disappointed expectations. Resource people can be primed and selected and quizzed in ways which reveal the real motivations, rewards, problems, and risksof specific occupations, of individual career plans, and of adult life generally. Or the opportunity can be wasted by failure on the part of school staff, students and guests to prepare for their encounters. Thinking, preparatory work, leadership, an understanding of how pieces of the youth transition puzzle could fit together into a comprehensive structure of learning and skill development -- these are the essential elements upon which even "simple" activities will fail or succeed.

Some communities -- by which is meant the leaders of school systems, colleges, employers, unions and other community institutions -- have not yet found ways to involve their local human resources in career guidance activities. But the ferment of ideas, needs and resources has already resulted in hundreds of programmatic efforts.

Many are school-based, with the inherent risk that they will serve to reinforce the notion that career guidance is primarily a school responsibility. But from this ferment also come a substantial number of projects which demonstrate how the various pieces of a community-based career guidance network can be sewn together. Some of the projects are exemplary and could merit direct replication. The value of others lies in the core ideas and strategies which could be adapted by other communities.

Efforts to improve career guidance generally have been of three types:

- efforts to expand the roles and competencies of career guidance personnel;
- efforts to involve community members and local organizations as education resources for the career preparation of youth;
- efforts to strengthen existing youth service programs and agencies or to create new organizations to provide career guidance services.

The three approaches can be complementary and mutually supportive, each addressing a distinct side of the community-wide career guidance network.

Efforts to Expand the Roles and Competencies of Career Guidance Personnel

• Five neighboring school districts in the Worcester, Massachusetts, area are working with the Worcester Area Career Education Consortium (WACEC) to train guidance counselors, administrators, and teachers to better identify the career guidance and experience needs of students, to better identify and utilize the career guidance expertise of business, industry, labor and other community persons, and to understand the legal and logistic ramifications of increased interaction between schools and community. Trainers for this project are being drawn from an experienced cadre of career education staff in the Worcester Public Schools. More informed, focused and frequent involvement of parents and employers in the educational process is anticipated as an outcome of this project.

Concurrently, WACEC has hired and trained four community resource developers. This new career role in education puts individuals in daily contact with employers and schools to engage their participation in career exploration activities for students. These four CETA Title II

staff members, acting as intermediaries between employers and the public schools, have become expert in interpreting the language and interests of both sides of the community resource equation.

- In the Chicago south suburbs the Thornton Area Public School Association is under contract to the Illinois Office of Education to develop a Model for Articulated Vocational Education (Project MAVE). Data from 368 local education agencies (LEAs) in Illinois are being used to design mechanisms to: develop planned curricular sequences, coordinate student interests and abilities with counseling procedures and student placement, strengthen school staff development activities, and increase the utilization of community resources for educational and vocational training purposes.

- In Livonia, Michigan, the public schools and Madonna College, a private four-year college, are establishing a Career Education Center and a Career Resource Center, respectively. Similar centers -- consolidating career and academic counseling, in-service teacher training, career interest and aptitude testing and assessment, work experience and cooperative work programs -- are being established in many communities. Making these two career center projects somewhat unique is their degree of community-wide coordination and accessibility to the general public.

- A project of the UCLA Graduate School of Education has set out to train a national cadre of educators to help teachers adapt proven career education practices for their own classrooms and to manage and

conduct in-service training bringing local educators and business/labor leaders together to adopt proven practices to local needs and opportunities.

- Mesa, Arizona, Public Schools was one of six sites chosen nationally in 1972 to develop a prototype Career Guidance, Counseling and Placement Program for students K-12. Part of the project, as in the UCLA project above, involved the identification of the skills (or competencies) required by practitioners and the development of training packages for replication of the program. The intent of the program was to change the school guidance program from one serving administrative and crisis requirements to one serving students needs on a more comprehensive programmatic basis.

- In New York State, the National Committee on Employment of Youth of the National Child Labor Committee (NCLC) recently completed a seven-year project to develop new programs upgrading the qualifications of paraprofessional workers in five occupations: addiction services, child development, occupational therapy, public health nursing, and teaching. In New York City paraprofessionals in these occupations are predominately black and Puerto Rican. Working with universities, community colleges, hospitals and other social service agencies, unions, state and local government agencies and professional associations, the NCLC project team successfully negotiated programs which:

  - Made credentials more relevant to job duties
  - Gave credit for work experience
  - Fostered career mobility among human service occupations
  - Enabled paraprofessionals to obtain education and training while fully employed

The career guidance component of this project was threefold: first, in the direct assistance provided during the program to encourage participation and continuation of the enrolled paraprofessionals; second, through the "hands-on" and theory training in counseling skills such as consultation, one-to-one and group dynamics, community relations and organization; and third, through the overall design and content of an experiential education program which created new career opportunities before the eyes of the participants and involved them directly with peers, supervisors and outside agency administrators in the operational decisions affecting the program.

- The Collaborative Comprehensive Career Education Project of Upper Arlington, Ohio, public schools is a continuing effort to provide in-service and pre-service counselor and teacher training in career education for an entire school district (K-12). Working closely with nearby Ohio State University, the project staff coordinate a series of activities including:

-- Subject area workshops for school personnel, emphasizing the cognitive, affective and psychomotor skills in each area (e.g., science, history, English, vocational arts, etc.) and at each age and grade level which are related to career education.

-- Establishment of a Career Information Center, a Career Exploration Center, and a Placement and Follow-Up Service to support classroom-based activities.

-- Establishment of an advisory council of community representatives (parents, business, labor, industry, professions and government) to serve as an active communications and participation linkage between schools and the community.

Efforts to Involve Community Members and Local Organizations as Educational Resources for the Career Preparation of Youth

- Career Education for Handicapped Students in rural Castleton-on-Hudson, New York, serves mentally and physically handicapped students, ages 15-21, and their parents. The project has multiple objectives including:

  - Involving parents in the education and career development of their children;
  - Increasing social interaction of handicapped and "normal" children;
  - Involving handicapped students, ages 16-21, in pre-vocational field training based on cooperation of teachers, employers, and workers in the development of a continuum of work-related competencies;
  - Increasing achievement in math and reading of educable mentally handicapped students, ages 13-21, as a result of career education classroom activities.

  Counselors, teachers, parents, employers, workers, sheltered workshop staff and personnel from the state Office of Vocational Rehabilitation work closely together under the coordinating leadership of the BOCES career education office.

- Community work-education councils, industry-education-labor councils and similar groups using a variety of titles are being developed locally throughout the nation. Forums for communication among leaders in the business, labor, education, industry, youth services and government, these councils also can function as direct service providers and as "brokers" of career guidance activities. Among the many examples are:

-- The Mid-Michigan Community Action Council in Alma, Michigan, has developed an active volunteer network of over 600 persons in an essentially rural area. The Council publishes a Career Education Handbook and Resources Directory which makes materials, people, and services known and available to the community. It coordinates volunteer-school activities, conducts a career interest survey of high school students and an Industrial Manpower Survey and Employment Attitude Assessment of employers, conducts job fairs, job information days and employability workshops, and develops career information media for rural areas.

-- The Tri-County Industry-Education-Labor Council based in East Peoria, Illinois, also coordinates school-employer activities and career fairs, publishes a community resource handbook, and runs workshops for teachers and counselors. The Council organizes and co-sponsors with Illinois Community College and the local National Alliance of Businessmen an annual Career Guidance Institute for teachers and guidance counselors in the mixed urban-based Career Interest Program which will assist students, parents, and school and college guidance personnel in relating student interests and abilities to educational and occupational opportunities in the Tri-County area.

-- In Portland, Oregon, one of the institutional members of the Portland Work-Education Council is the Institute for Public Affairs Research (IPAR). Funded by business, industry, and the local public school system, IPAR has developed a sophisticated community resource network serving a large urban area. Membership in the Council expands IPAR's ability to coordinate and develop more programmatic involvements with school, college, community and employer programs. The Work-Education Council is itself a policy body linking principal actors from a wide variety of private and public organizations.

• The Montgomery County (Maryland) Public Schools, in conjunction with the Executive High School Internships of America, has developed a public service administration internship program in career education for 50 gifted and talented high school students (grades 11 and 12).

For an entire term, participating high school students, selected countywide, spend four full days a week as nonpaid special assistants-in-training to executives and managers of municipal agencies in Montgomery County and/or in federal agencies in the Washington, DC, metropolitan area.

Weekly seminars bringing together the entire internship group focus on career opportunities in public service and communication of management concepts through case studies of management problems. Interns also participate in a career counseling component teaching procedures for self-assessment, organizing information, planning, clarifying work values, and making decisions in terms of situations encountered in the program. The students keep daily logs documenting what they have learned in the program.

Returning to school periodically, the interns feed back what they have learned into the high school curriculum by serving as teaching assistants in classes, helping teachers to develop curriculum, developing and even teaching some lessons, tutoring students, briefing the various departments, and organizing extracurricular activities related to the subject areas of their internships.

Program objectives include the development of:

- Greater student familiarity with career opportunities in public service,
- Greater self-awareness of personal goals, abilities, interest and attitudes,
- Good work habits,
- More accurate understanding of the jobs and organizational environment in which executives of public service agencies work,

- Effective linkages between public high schools and the world of work.

• The Family Oriented Community Involvement Strategy (FOCIS) is a CETA Title VI project in St. Louis County, Missouri. The project assists local civic and community groups in organizing service, educational and recreational activities for youths and other persons. Related aims are increased participation of residents in community projects, better shared awareness and understanding of youth and community problems through constructive projects, and greater interaction and understanding between youths and older adults. Four categories of services are made available: community education, community training (communication skills, youth supervision, sports coaching), outdoor adventure education, and counseling by trained counselors. While career counseling is not the specific purpose of the program, the structure of the program is aimed at developing the constructive, self-directed behavior essential to family, civic, occupational and avocational "careers."

Efforts to Strengthen Existing Youth Service Programs and Agencies or to Create New Organizations to Provide Career Guidance Services

• The Metropolitan State University in St. Paul, Minnesota, has developed a project to serve two audiences: young adults and the "helping professions" who counsel them. The project is seeking (1) to build a network of relationships between educators and persons who counsel young people and older adults involved in career choices and changes, (2) to conduct research on methods of assisting the life-planning, career changing and job-hunting processes, (3) to conduct workshops for training area members of the professions in these career change methods, and (4) initiating an education and awareness program to inform the public, employers, employees and area policy makers of the need for improved career helping services for adults.

The project will result in the identification, development, and training of a network of community-based career and life planning specialists and organizations serving the Twin Cities metropolitan area.

- The Emergency Home Repair (EHR) Project in Portland, Oregon, is a multi-agency project funded by local CETA Titles I, II, and VI and Housing and Community Development Act funds. The major beneficiaries are the in-school and out-of-school youths who receive accredited training and work experience in the building trades and Portland's elderly and handicapped homeowners who cannot afford necessary home repairs and maintenance. The project, initiated in 1974, enrolled 128 youths during 1976-77. Of these about 67 percent were in-school youth, 11 percent out-of-school youth, and 22 percent were parollees from state juvenile institutions. The project is operated by Portland Public Schools and is closely coordinated with building trades labor and management, the City of Portland, and local businesses through an EHR Advisory Board and the CETA Planning Council. Close supervision is provided by high school work-experience coordinators, by journeyman and apprentice carpenters assigned to each EHR crew, and by participants in the city's CETA Older Workers project.

- The Baltimore Literacy and Learning Project was developed under CETA Title VI by the Baltimore (Maryland) Metropolitan Manpower Consortium and that city's Enoch Pratt Free Library System. The project employs tutors who assist Baltimore residents in developing basic reading and math skills, achieving high school equivalency, or meeting employment and career qualifications. During March, 1977, for example, 214 clients received free individualized tutorial services. Tutors also administered 181 diagnostic

tests and initiated 1569 client contacts, interviews and screening sessions. Project staff work closely with local schools, training and educational institutions, and other community organizations, referring clients with more serious academic problems to ongoing programs and receiving referrals from those agencies of individuals with more short-term tutorial needs.

- In Salt Lake City, Utah, Project Cooperation (PC) links the Salt Lake Area Manpower Office with the Utah Technical College Skills Center, the State Board of Education, the vocational and adult education directors from the city's five school districts. Approximately 400 youth ages 14-21 were enrolled in 1975-76 in the project's Institutional Training, OJT and in-school work experience programs.

When entering Project Cooperation, all youths take a general aptitude test. They are then assigned to either a counselor (for in-school institutional training component) or a job developer (for OJT and work experience components). Participant placement in a particular program component, training course, or job slot is jointly determined by the counselor or job developer and the participant on the basis of skill assessment, reading and math aptitude, needs, and interests.

Actual training consists of four components:

- basic educational development,
- institutional training,
- on-the-job training, and
- work experience.

The Salt Lake Skills Center at Utah Technical College is responsible for intake, assessment, enrollment, training, OJT and work

experience, job development, vocational counseling, personal counseling, job preparation, and job placement at the completion of training for students. The school district assists the center in identifying students, performing regular counseling functions for in-school youth, ensuring graduation credit, and providing facilities and equipment for classroom training.

Coordination also occurs through a mutual, city-wide referral system. PC receives referrals from schools, the NAACP, the Juvenile Court, State Schools (for delinquents), and other community-based organizations. PC staff in turn refer participants to local agencies such as Jobs for Progress and the Opportunities Industrialization Center (OIC) for academic skill development, and to social service agencies for supportive services such as transportation, child care, and medical attention.

Unlike similar programs in other communities, PC does not look to the state employment service for intake, assessment, or placement. The Job Service does however provide fiscal services to the PC. Under a contract with the CETA Office, the State Employment Service administers stipends and salaries to PC participants. Critical to PC is the close working relationship with the State Board of Vocational Education. The Board's manpower specialist is presently Chairperson of the Project Advisory Council. One-third of the project's funds comes from the State's Vocational Education funds.

- The Union County (NJ) Ex-Offenders as Counselors project under CETA Title VI is designed to employ former offenders as counselors for junior high school students who have exhibited truancy or other deviant behavior in school and who are considered potential dropouts. Ex-offenders

in this small-scale project are professionally trained to counsel other youths as their peers. The success of the project also depends heavily on the full cooperation of sponsoring agencies, principally schools and their staffs. In practice, students and their families are referred to the project by school staff and by community outreach efforts, with the ex-offender counselors working with these referrals during non-school hours.

The program is organized and operated by a non-profit organization, Bonabond of New Jersey, Inc., Bonabond's overall program to assist ex-offenders is built around group counseling. Client energies are directed to community needs. Thus the program is training paraprofessional counselors and developing a specialized career counseling delivery system. As the program gains acceptance, in-service training of administrators, teachers and school guidance personnel is anticipated. Addition of a student tutorial component is also expected.

- The Urban Career Education Center (UCEC) concept was developed in Philadelphia, Pennsylvania, by the Opportunities Industrialization Centers of America (OICs/A) as a three-pronged attack on the problems of black high school dropouts in inner cities. The OICs/A grew from a community action and racial equality struggle in the 1950's to its current sponsorship of employment and training in OICs programs in over 100 cities.

The UCEC program's three components include: (1) the Career Orientation Program, whose primary concern is the integration of career education into the academic curriculum of public schools; (2) the Community Career Program, which aids parents in obtaining legal, medical, housing, employment, and

other community services and encourages their participation in school programs and problems; and (3) the Career Intern Program (CIP) which works directly with young people in grades ten through twelve and with their "home" high schools. CIP's emphasis is on both instruction and counseling. The counseling supervisor is responsible for guiding students through the program, dealing with personal problems, assisting in the preparation of individual career development plans, making career information available, and supervising two weeks of hands-on work experience for each student. The success of CIP over several years maturation at Philadelphia's Germantown High School has led to plans for national dissemination of the program with Federal Government assistance.

- Exploring is the co-educational young adult division of the Boy Scouts of America. Each of the 22,500 Exploring "posts" and "ships" generally has a special vocational or avocational orientation. Five posts in Denver, Colorado, and its suburbs, for example, are involved in all aspects of dentistry. Almost 400 posts nationwide are "fire posts" learning the skills and routine of local fire departments. Other posts are centered on law, law enforcement, government, general career exploration, other types of medical and health career exploration, science, merchandising and construction, as well as the aviation, mountaineering and outdoor adventure. Careers and adventure are the themes of the program's bi-monthly magazine. Explorer posts, usually affiliated with local civic, fraternal, business, labor, religious, educational, professional and governmental bodies, are oganized by the almost 100,000 trained adult volunteers and paid Exploring professionals. The program enrolled 386,900 young men and women (ages 14-20) in 1976.

In 1954 and 1968 the Boy Scouts organization commissioned national youth surveys to determine the motivations and interests of young people. It was the 1954 survey by University of Michigan researchers that found that more than 85 percent of young explorers at that time wanted to work with adults in planning their careers. The 1968 study by market researcher, Daniel Yankelovich, found enormous interest for co-ed activities and liberal and cultural education as well as increased pressure for career training. The national program was developed to meet these changing conditions.

The examples above are intended to spotlight various points in the broad spectrum of recent career guidance activities. That spectrum is bright and hopeful. They show that the concepts of the career guidance network are maturing and proving their worth, both for the individuals served directly and for the employer organizations, families and community at large which are served indirectly and continually by the flow of individuals through a more rationale career counseling process.

Readers interested in learning more about these developments may find further leads to information by contacting the "Career Guidance and Counseling Information Sources" described briefly in Appendix A.

Community Councils and Career Guidance: Critical Questions

Work-education councils can play a central role in building this consensus, in creating the conditions for constructive change. Through their roles as discussion forums, program and idea brokers, leadership developers, policy and project initiators and resource coordinators, community councils can take the lead in finding widely acceptable and effective answers to the critical questions about the future of career guidance services.

What are these critical questions? Eight questions of special importance are summarized in Table I and discussed below:

1. What can be done to make the community-wide career guidance network a living, effective reality?

This foundation question provides a point of reference for the remaining seven. The network components -- youth, parents, counselors, employer, peers, public and private developers of labor market information, and so forth -- already exist, are already cooperating in varying degrees, but need to be made aware of the often unconscious, frequently untrained roles they now play in a real but unrecognized network. If the various actors in the career guidance network can be brought to recognize their shared responsibilities, further collaborative efforts to develop that network will bear fruit. The remaining seven questions address the relative dimensions, proportions, and capacities of each part of the career guidance network.

2. Who is responsible for providing career guidance?

This question requires serious attention to realities of leadership, paid and volunteer effort, the missions and resources of specific organizations, and the "natural" and learned skills of individuals.

TABLE I

Critical Issues in Career Guidance

Core Question: What can be done to make the community-wide career guidance network a reality

Related Questions	Possible Responses
Who is responsible?	Professional counselors in schools and other agencies Credentialed specialists/paraprofessionals Non-credentialed specialists All members of community
Where provided?	In-school through counseling services In-school through career education Through manpower and social service agencies Through coordinated use of community resources
How provided?	Testing for skills, aptitudes interests Screening for special needs Information services (including computerized compilations) available to the client directly Interaction of client with possible role models and work experiences Person-to-person counseling Group counseling
To whom provided?	Secondary school students Post-secondary school students Out-of-school youth All young people Adults of all ages Women Minorities Handicapped Economically disadvantaged Unemployed job seekers
How funded?	Categorical Federal education legislation Consolidated Federal education legislation Comprehensive Employment & Training Act State legislation Local education and training resources Services donated by community Community-based funding (e.g., United Way) Venture capital (e.g., foundation grants)
How defined?	As a subject for community-wide debate, analysis and involvement? As a subject for professional debate, analysis and involvement?!

TABLE I -- Continued

Critical Issues in Career Guidance

Related Questions	Possible Responses
What priorities for action?	Community-based programs and projects, possibly using outside technical assistance Teacher-training and counselor training Research and program development for guidance and counseling topics Improved state-level services and policy development

Years of formal training do not necessarily a counselor make. The valuable skills of common sense and personal empathy may be largely untaught. On the other hand, community or project leadership and program administration may be found in persons who lack the patience and interpersonal skills needed for direct counseling. "Natural" counselors may grow in spirit and effectiveness through participation in formal training. All these complexities of human resource management must be considered. But at some point compromises must be made, available skills must be identified and used, economic and political constraints must be accepted, and strategies must be developed to improve skills and loosen those constraints.

Who now provides career guidance? Career counseling the post-World War II decades frequently has been given significantly less attention than other forms of professional counseling: college counseling and disciplinary counseling have predominated in the high schools, job placement has predominated at the college level. But, "predominate" is a relative term. National research projects consistently show that guidance counselors in these agencies have had little or no positive impact on the career decisions of young people (Prediger, 1973; Grasso, 1975; Russ-Eft, 1976). Parents, peers and luck are far more important.

The reasons cited for this discouraging lack of impact by the counseling profession are many and frequently beyond the control of the profession itself. At the secondary school level, especially, a conundrum of institutional factors restrict the counselor's ability to provide adequate services (Campbell, 1968; Ginzberg, 1972). Nationwide, counselors in public secondary schools are at enormous disadvantages: counselor-to-student ratios have ranged in recent years from 1 to 48 at best to 1 to 1200 at worst, with

the average at about 1 to 500. Actual counseling time may amount -- on the average -- to a total of about three hours during a student's "career" in high school. Much of this time may be absorbed in educational counseling aimed at a decision to seek or not seek post-secondary learning. Nor is the counselor's time devoted exclusively to counseling. In many cases the counselor is perceived as an adjunct to the principal: Their offices frequently are side by side, forcing a mixture of administration and counseling roles which undermines the credibility of the latter. In a recent study, only 16 percent of a high school counselor's time was actually spent on vocational guidance, job placement, and career-related referral (Hilton, 1973).

Set apart from the teaching staff by their lack of tightly scheduled classroom responsibilities, by their close association with school discipline, course scheduling and other administrative tasks, by their generally higher educational attainment (master degrees are often required) and by their higher pay for more ambiguous work, guidance counselors frequently operate from a weak political base within the school. Their posture must be defensive more often than not. And, because the general repute of guidance services is low to start with, counselors are especially vulnerable in times of tight budgets.

Given this institutional vulnerability, one might expect the guidance counselors would be among the first to perceive personal advantages in career education and other ways of using community resources for purposes of educational and personal growth. Astute guidance counselors -- recognizing the imperative need for more rational ways of providing the career information and experiences needed by students of all types -- see the community as a

potentially and community-based programs as a primary means of asserting the credibility of the counseling profession.

Leaders of the profession have urged such a course of action (Hansen and Borow, 1973; Wrenn, 1973; Herr, ed., 1974; Hoyt, 1977). But on the whole, the profession itself has been slow to follow suit. Despite many expections, guidance couselors have been entrapped in their local isolation, unable to generate the widespread support needed to get new programs moving within school and college bureaucracies. Part of the problem lies with the traditional orientation of many in the counseling profession: the assumption that all other forms (group counseling, peer counseling, community resource involvements) are weak substitutes for a one-to-one counselor-client relationship. Certainly the bulk of professional counselor training emphasizes direct interpersonal skills and tends to minimize the organization management skills needed for community and program development.

Although school-based counselors are the most visible source of professional career guidance for youth, many communities are served by a variety of other persons with formal training. In recent years the Exploring division of the Boy Scouts of America has changed its program to focus on career exploration. Working with schools and through its own "curriculum," the Exploring program has trained thousands of adult volunteers in the concepts and leadership skills needed to develop effective career information and career exploration projects. In cities throughout the nation, the Urban League, Opportunities Industrialization Centers (OIC) and other nationally affiliated or locally initiated community-based organizations have developed several years of experience providing career guidance and skill training services to urban youth. In some 23 communities skilled career counseling services for individuals and groups may be found

at local affiliates of the B'nai B'rith Career and Counseling Services. Frequently, too, career counseling assistance is organized locally through YWCA and YMCA affiliates and through other locally initiated youth service groups. In recent years career guidance services for women have gained acceptance and multiplied with national and local sponsorship. Catalyst, based in New York City, is one such network of affiliated counseling centers serving women throughout the nation.

Too often unrecognized as a source of counseling assistance is the local office of the State-Federal Employment Service (ES). These offices are legally responsible for providing occupational testing and counseling for the unemployed. In many localities local ES counselors have visited public schools to administer the General Aptitude Test Battery (GATB) to high school seniors. At state and national levels, efforts are now underway to coordinate career guidance and counseling responsibilities shared by the Employment Service and educational institutions. But because the type and quality of counseling services available from ES offices is highly variable, and because ES staff have been under great pressure in recent years to concentrate on job placement activities, an objective analysis of the local agency's possible contribution to a youth guidance network is essential.

The questions local program developers face, then, are those of deciding who can take the lead in developing career guidance programs and of deciding how to involve the very real interpersonal skills of trained counselors. When community leadership and formal guidance training can be found in a single person, no tension need exist between those two questions. When the match of skills is not readily available, other sources of leadership will need to be cultivated. Perhaps the project will not even be described as

"career guidance." Finding the balance of skills, personalities and commitment "right" for any one community will challenge the capacity of any education-work council seeking to make career guidance services more rational.

3. Where should career guidance be provided?

Formal career guidance services frequently are found in the career counseling programs of public and private schools, colleges and universities, in state employment security offices, in social service agencies and through the private practices of individual licensed counselors. Such services almost invariably are provided directly by a trained, professional counselor at the school or agency site.

If activities are carefully planned and supervised, and if the individuals involved adopt conscious, positive attitudes toward their career guidance roles, then career guidance can occur anywhere. Emphasis on program planning and supervision implies the need for specialized knowledge and skills, but the sources of leadership may be varied and neither planning nor supervision should occur in an exclusive, professionally controlled vacuum. There are exceptions to the rule, and special populations -- such as the physically and mentally handicapped -- will require special treatment, but even with these populations career guidance planning can be adapted to the personalities and occupational resources of the community. Certain key elements in career guidance -- role modeling and role discrimination on one side and testing oneself against the responsibilities and tasks of adult society -- simply cannot be produced or experienced with any credibility within a school or a formal counselor-client relationship. The teacher-student, professor-student, counselor-client relationships tend to inhibit

adult-like behavior (Coleman, 1974). The institutions housing those paternalistic relationships unavoidably share that quality. Hence, youth transition experiences must occur -- at least in part -- in places of primarily adult work and leisure. Career guidance activities, therefore, must take place not only in the schools but outside the schools as well, at work sites and "third party" settings when young people, educators, employers, employees, parents or others can raise and analyze youth transition issues realistically and without inhibition.

When talking about youth, the transitional process must be stressed. The transitions from childhood to adulthood, from student to worker, from family member to family leader, all involve a process of repeated exploration and self-testing. Ideally, the school and the home can provide protective, yet challenging environments preparing and encouraging the young person to reach into the adult world, yet offering a supportive refuge when newly acquired coping skills need refinement. But, for schools or family to be this supportive base camp requires that they loosen their hold and engage the many career guidance resources available in the community.

4. How should career guidance services be provided?

This question includes, but goes beyond the related question of what career guidance services should be provided. In addition to the issues of career counseling technology (interviews, data banks, peer counseling sessions, field experience, role modeling, etc.) addressed by the "what" question, this question includes the programmatic issues of planning, project design, staff selection, resource recruitment, and overall relationships among these parts.

Probably the most important thing to be said here is that there is no one best way to provide career guidance services. To succeed, any program must build on the strengths and interests of available persons, must be organized in proportion to the availability of financial and in-kind resources, and must be tailored to be credible and motivating for the persons served. Nor is it always true that the most sophisticated, innovative programs are always appropriate. Few really new ideas, or really new programs are likely to be formed. Innovation and improvement frequently are simply new experiences for the individuals involved. In that sense every program initiative is new and should be treated with particular care for the institutional and individual interests which may be rewarded or threatened by a given activity.

The computer, for example, is no longer a novelty in modern life. But the extension of computer technology into more areas of human endeavor can easily be a novel and threatening experience since the computer can call upon enormous varieties of information, compile unique subsets of information in response to a specific inquiry and produce final reports -- all in a few minutes or seconds. The enormous potential for enlightenment and the enormous potential for intimidation and misuse are often compared in discussions of computer power. Eventually every designer of career guidance programs must take account of computer technology (Super, 1973).

Much the same argument for the need to take account of a specific career guidance technology -- whether group counseling, experiential learning, vocational testing and test interpretation, or involvement of parents or peers in student decision-making -- could be applied to areas other than information computerization.

In any one community only a few persons have sufficient knowledge to evaluate the appropriateness of alternative guidance technologies. These persons, too, will have their biases and areas of ignorance. It is well within the responsibility of a local education-work council to solicit the involvement of those knowledgeable persons and to call for the "second opinions" of other experts from outside the area. Most importantly, a council should test all proposals against essential planning factors such as acceptability to prospective users, availability of resources for the long term maintenance phase as well as the short term analysis and implementation phase, relative consequences of success or failure, and possible side effects and future development opportunities.

Timing is a critical factor in any activity. Commitments of time and energy can wear thin if too much time is spent in discussion and analysis of options. On the other hand, head long pursuit of a project without adequate analysis will compromise not simply the attainment of an individual project but the credibility of the council as an organization. Here again, common sense, close attention to the opinions of a variety of reliable sources and an ability to sense when and how to "line up the ducks" are essential.

In the search for ideas on how to provide services for career guidance no lack of suggestions will be encountered. Every university or college counseling program will have suggestions. The professional counseling associations at local, state, and national levels will have ideas. A review of federal and state legislation will reveal many laws which create programs and provide funds for career guidance services. In some cases, such as in the Educational Amendments of 1976, career guidance and counseling

are specifically mentioned. In other cases, such as the Domestic Volunteer Services Act of 1973 and the Indochina Refugee Children Assistance Act of 1976, career guidance is not mentioned directly but could be included under the programs authorized as part of the program.

So many are the directions which an education-work council could pursue in this area that confusion could easily replace determination. Each council should have a few core objectives for its career guidance activities. Proposals can be tested against those objectives. Looking back to our first question, council members can ask: will this proposal take us closer to achieving a community-wide career guidance network? Or will this proposal dilute, divert or constrain the creation of that network?

5. To whom should career guidance be provided?

In the past, and still today, the bulk of guidance services are directed to college-bound high school students and students applying for college financial aid. Elements of career planning enter this process to the extent that college attendance is itself a kind of employment substitute and career preparation. To partially compensate for this imbalance, special programs for economically disadvantaged students were created, with career counseling as a supportive service.

In the 1960's the U.S. Employment Service was criticized for serving almost exclusively a middle-income professional clientele rather than working to relieve the vicious circle of discrimination, lack of skills and low self-expectations limiting the career opportunities of racial minorities. Manpower development and training programs were developed in a massive effort to reach toward a "Great Society."

Past experience shows that career guidance systems presumably designed to serve everyone have in fact tended to serve a majority clientele or the most privileged clientele. Spasms of public concern have been required to initiate remedial actions. Sometimes the remedial actions have served their purposes. Sometimes they have served only to isolate and stereotype the target population and the service agency providing "special" services.

Should career guidance services be developed to serve the most needy? Will those needy persons be served best if career guidance services are available to everyone? How does one define need?

Almostevery piece of Federal legislation grapples with these issues. The Comprehensive Employment and Training Act, for example, provides explicit standards framing the eligibility of geographic areas (on the basis of area unemployment rates) and of individuals (income tests for some sections, length of unemployment for others). Some funds allocated to portions of the Elementary and Secondary Education Act of 1965, another example, are divided according to average per pupil expenditure of a district, some according to the average daily attendance, and some according to the number of children from families with incomes below the poverty level.

Councils, too, should try to grapple with their consciences and their sense of program effectiveness. Certainly each of the population groups listed on Table I has genuine needs. Any comprehensive career guidance program should be designed to support those special needs, both through a sensitive alertness to particular questions and potential concerns, and through an effective referral network linking individuals to specialized counseling services whenever appropriate. In recent years, for example,

many non-profit service organizations have been formed to represent the special concerns of women, of the retired citizen, of the physically handicapped and of technologically displaced workers.

Various pieces of Federal and state legislation may fund guidance, training, placement, and other supportive services targeted for one or more of the groups. The most astute developers of local employment and training programs have sought to package multiple-funding sources into a single, comprehensive program for the entire community. Multiple-funding efforts requires substantial coordination of participating agencies and consistent effort and support from community leaders as well as from agency staff. Nor are those efforts always successful. But the unity of purpose which develops from commitment to the ultimate goals of an education-work program serving all youth can be made to work to the advantage of those program components which serve target populations.

6. How should career guidance services be funded?

Several approaches to the problem of funding career guidance services have been suggested already.

Foremost must be the determined effort to make better use of existing resources. Rare is the community where professional counselors in schools, colleges, and the employment service are pleased with the impact they are having on the career patterns of local youth. Rarer still is the community where young people and adults and community agency staffs are uncritical of the career guidance services already available. Rare too is the community where these various actors and critics are brought together in a serious attempt to share their insights, concerns, and ideas. There may be little advantage in seeking, or even winning, additional resources until these key actors and critics -- at least some of them -- have come to agree on a few action steps open to immediate improvement.

This is not to deny the power of additional funds. An effective strategy for involving other agencies frequently includes both a "show of strength" (the ability to find and attract resources) and a "show of faith" (the willingness to include others in the process of implementing those resources). But more often than not, it is the display of cooperative thinking and action already performed which lays the foundation for substantive grantsmanship.

The usually small guidance and counseling portion of these school and service agency budgets is under constant pressure from other claims on those resources. Sometimes the objectives sought by a broad-based career guidance program can be achieved through budget programs which are not directly recognized as career guidance activities. Almost any area of school curriculum, for example, can be developed to assist career guidance objectives. The principal challenges lie in identifying or generating support from individuals who can influence the development of school programs. Counseling is specifically included in the CETA legislation as an important supportive service. Yet local programs may pay little attention to guidance services if the linkages to retention, skill training, and job placement are not clearly drawn.

The fact is that career guidance suffers as a weak component of institutional budgets precisely because institutional guidance programs are themselves ineffective and politically weak in comparison to other programs. Organize an effective constituency and demonstrate the virtues of improved programming, and support for the budget line items will be proportionately strengthened.

In sum, the development of solid, demonstrable programs and projects involving key actors in existing schools, CETA programs, and other youth

serving agencies appears to be the surest path to long term local financial support for career guidance. The bulk of federal and state education, training and community development monies already goes to these institutions. Supplementary funding, whether from governmental or foundation sources, should be designed to strengthen a strong basic program. Funding agencies look for a "track record" of cooperation and achievement among local actors before they will supply the venture capital for larger or more risky projects.

Inevitably career guidance and counseling services must be supported from two very distinct types of budgets. The first, and traditional, budget will include all community services actually purchased with tax, charitable, paid, contracted or granted dollars. A community-wide budget showing all these resources would prove to be a very interesting document. Equally interesting would be an "in-kind" budget estimating the time commitments of adults who have been identified within the community's career guidance network. How much of this contributed effort is linked to programs organized through professional leadership? How much of this volunteer effort is contributed randomly with little visibility, little public recognition, little quality control, little chance of sustained involvement?

7. What should be the definition of career guidance services?

For people who need to define their terms before acting, this question could lead to hours of fact-finding and analysis, argument and agreement. Action-oriented people will prefer to discover definitions through their own direct involvement in projects intended to resolve "obvious" problems. Thought and action must feed on each other. Analysis and argument will not -- in themselves -- improve the conditions of youth transition. Nor

is hasty action based on uncritized assumptions and superficial review with persons directly affected likely to improve the conditions of youth transition.

Frank Parsons, the founder of the vocational guidance movement, wrote in his classic treatise Choosing a Vocation (1909):

> In a wise choice there are three broad factors: (1) a clear understanding of yourself, your aptitudes, abilities, interests, ambitions, resources, limitations, and their causes; (2) a knowledge of the requirements and conditions of success, advantages and the disadvantages, compensation, opportunities, and prospects in different lines of work; (3) true reasoning on the relations of these two groups of facts (p.5).

With differences, sometimes sharp differences, of approach and emphasis found among theorists and practitioners, Parsons' basic categories of self-knowledge, world-knowledge, and the "true reasoning" needed to bring both sets of knowledge to focus on productive decisions have remained as the core concepts of what is now known as career guidance.

Discussions can be found drawing distinctions between vocational, occupational, and employment guidance and counseling (Katz, 1973). Generally speaking, these distinctions are technical ones, perhaps useful for academic purposes but of limited value -- and probably confusing effect -- in public discourse. "Career guidance," reinforced by the widespread interest in "career education," has come to the most appropriate term for describing the purposes, programs, processes and procedures which have evolved in response to Parsons' first conceptualization of the basic transition problem facing the individual society.

But career guidance is itself a phrase which carries different meanings and connotations for different people.

Some will use the term as it has been used in this paper: referring to a network of personal and impersonal factors which shape the career aspirations and choices available to individuals and to societies. From this definition comes the perspective which sees the organizing of community institutions and leadership into a more formal network of career guidance services as the goal of thinking and action in this area.

Other people will prefer more tangible meanings, such as that used by the U.S. Office of Education in its regulations for guidance and counseling program grants authorized by the Education Amendments of 1976:

> "Guidance" means a program provided by or under the leadership and supervision of, professional counselors, involving teachers and resource personnel to assist elementary and secondary school students in their educational, vocational, and personal-social development. A program of guidance services includes, but is not limited to, counseling, information, placement, appraisal, and follow-up and research.

This definition implies that the problems of career guidance -- as one major part of general guidance programs -- can be stated and resolved in terms of professional leadership, that is, as a responsibility of the profession with the involvement of other groups being left to the discretion of the profession. The regulations provide, in part, for increasing the:

- understanding of teachers and counselors about the world of business, industry, professions, and other occupational pursuits through exposure to these areas; and

- use of men and women experienced in business, industry, the professions, and other occupational pursuit in guidance and counseling programs, by (A) bringing these persons into the schools as counselors and advisors for students; and (B) bringing students into the workplace for observation and participation to acquaint them with the nature of the work. The applicant may choose to emphasize non-traditional career alternatives for members of both sexes.

As healthy and positive as these regulations are in their intent to strengthen counselor and school interest in using community resources, they qualify that

intent with the assumption of leadership from a single source. Communities with career guidance activities being initiated from non-school sources would be dependent upon the cooperation and participation of school personnel in order to apply for these resources.

In sum, definitions of terms can have explicit impact on the way problems are defined, resources made available, solutions designed and leadership selected.

8. What should be the priorities for action in the area of career guidance?

Parsons' description of a wise choice directly suggests three areas for programmatic action:

- programs to improve the individual's knowledge about his or her self
- programs to improve the individual's knowledge of the world of work
- programs to improve the individual's capacity to "reason," to use information about self and world in a realistic, personally beneficial manner.

Program developers, whether they be situated at local, state, or national levels can approach these areas from two directions. They can focus on programs aimed at providing direct services to individuals. Or, when major gaps exist in knowledge, or skills, or supervisory organizations, resources can be focused on developing the support services and structures which, in the longer run, will be essential to the operation of an efficient, effective career guidance delivery system. Priorities can be set to make improvements in both direct and indirect services.

Because of their sense that guidance programs as a whole have never been adequately funded, because of their view that school and college counselors particularly need "renewal" (in-service training) in the

knowledge and skills of recent professional developments (of which career guidance is an important part), and because of their view that counselors themselves should lead any reform movement in the area of career guidance, the profession's leaders have set their priorities on the problems and needs of the profession. In so doing, they have targeted potential resources on school-based programs specifically with less attention to the broader development of the type of community-based career guidance network suggested in this paper; involving other community resources is included as a responsibility of local school guidance personnel (APGA, 1975).

Moreover, the literature of career guidance grapples almost exclusively with the problems and needs of the counseling profession. Improved teacher and counselor pre-service training, improved in-service training for professional counselors, increased funding for the development of career-oriented counseling programs and curricula packages, increased experimentation with and dissemination of computer-based career guidance software packages with training programs to prepare counselors to direct the use of the software, new graduate degree programs to prepare counseling professionals for research and program management responsibilities, greater funding of state-level guidance programs to create and influence state-wide policy and programs: all these suggested priorities can be found in the professional literature.

It is natural that professional literature should focus on the needs and interests of its professional readership. But the building of a community career guidance network will require the attraction and collaboration of wider interests. Essential as they are, the training and curricula

development programs mentioned above need that collaboration of wider interests if they are to be effectively implemented.

Local initiatives, in other words, can start from an analysis of local community or area problems and needs. There is nothing so esoteric about the needs for improved guidance services that prevents an intelligent judgment about local conditions, local resources, and local opportunities. A local initiative linking leadership concerns with the technical skills needed for program development (design, staff training, public relations, project evaluation, etc.) can prove that a productive start can be made. The final judgment as to what makes sense and what is consistent with local priorities must remain a local judgment.

SUMMARY

The foundation question was: What can be done to make the community-wide career guidance network a living effective reality? This question was asked with an initial bias that community work-education councils are a logical place from which this question should be asked. It should not matter if someone working in the school system, or in private industry, or in a labor union, or in government, or in college administration first asks the question. In order for that person to get a sensible, informed answer, he or she will have to cross institutional lines and talk to informed persons in the other sectors. To do anything about the career guidance network, those same people will again have to cross their institutional boundaries. And to follow through on their hopes, commitments, and initial achievements, they will have to gain institutional-level approval and resources.

For all these things to happen, and for the gains to be consolidated as a basis for further action requires a substantial organizational effort. Tying efforts in the area of career guidance into the complementary efforts needed in community resource building, occupational information development and youth job placement activities would appear to be the surest way to make all those programs have substantial impact. The community work-education council is in its essence the forum at which those interests and ideas can be forged, the fulcrum upon which those activities are balanced.

Where this kind of local collaboration can be initiated, state and national issues inevitably play a secondary role. The political and research complexities of the national scene can be by-passed by an

intelligent local determination to work with programs that make sense and which can be generated from local financial and volunteer resources. Where local people know how to tap state and national resources, those resources can be helpful.

Inevitably there is an ebb and flow in the amounts of interest and resources and in the personalities and talents which will gravitate to any one issue. High youth unemployment rates, together with a better understanding of how youth career patterns are disrupted by the complexity of our technological and institutional society has created a moment when career guidance is an issue at the center of many concerns. The timing is ripe for local councils and other local leaders from education, business, labor, government, youth service agencies and industry to think through and implement creative ideas to build the career guidance network.

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APPENDIX A

I. Information Sources on Career Guidance and Counseling

A. American Personnel and Guidance Association (APGA)

B. Catalyst

C. Center for Vocational Education, Ohio State University

D. Counselor's Information Service, B'nai B'rith

E. Educational Resources Information Center (ERIC)

F. Fund for the Improvement of Postsecondary Education (FIPSE)

G. National Center for Educational Brokering

H. National Collaboration for Youth

I. National Commission on Resources for Youth

J. National School Volunteer Program

K. National Youth Work Alliance

L. Smithsonian Science Information Exchange, Inc.

M. Social Research Group/Data Bank for the Interagency Panel for Research and Development on Adolescence

This appendix is a primer on organizations with information, funding and/or technical assistance resources applicable to career guidance and counseling. Some of these organizations have a primary interest in career guidance issues. For most, however, career guidance is one of several topics related directly or indirectly to the organization's primary mission. Far from being exhaustive, the list is really suggestive. If your line of inquiry is not satisfied in one spot, try another and ask for suggestions.

Frequently a series of telephone calls to the agencies can save substantial amounts of time in gathering up-to-date information about current activities and appropriate sources of assistance.

At times a local service agency or university professor may be of more immediate help than a national organization serving a national research clientele or a federal program development need.

APPENDIX A

II. Description of Career Guidance and Counseling Information Sources

A. American Personnel and Guidance Association (APGA), 5203 Leesburg Pike, 2 Skyline Place, Suite 400, Falls Church, Virginia 22041. Dr. Charles Lewis, Executive Director(703) 820-4700

APGA, established in 1952 as a scientific, educational organization to advance guidance and counseling in all settings, has 43,000 members and 52 state branches. There are 12 special interest divisions which members, who are mostly counselors in educational settings, may join. The organization publishes numerous materials and disseminates information, attempting to enhance the image of the counselor and the counselor's role in society. APGA publications include journals, films, books, tapes, and newsletters. Each division publishes its own journal, and many also have a newsletter.

The National Career Information Center is a service of APGA designed to keep counselors fully informed of career guidance tools and resources available for use with clients. Center publications include: "how to" guidebooks such as one titled "Guidelines for Establishing a Career Information Center"; a monthly newsletter, "Inform"; and a "Career Resources Bibliography." Individuals can send for a free Multi-Media Catalog of APGA services.

B. Catalyst, 14 East 60th Street, New York, NY 10022. (202)759-9700
Linda F. Baron, Director of Public Relations

A national non-profit organization which seeks to develop and expand career opportunities for women, Catalyst was founded in 1962 by five college presidents. Key functions of the organization include: provision of career information and self-guidance materials to job-seeking women, interpretation of labor market needs to a network of women's resource centers, assistance to employers in recruitment of women, and dissemination of research findings to those whose work involves the status of women.

Catalyst has a wide variety of information services. The resource center Network includes over 150 independent centers offering counseling, referral, and placement to women. The Resource and Information Service is a collection of Catalyst materials available for use by developing resource centers, libraries, and research units. For women considering re-en ry into the work force, Catalyst offers a series of twenty-seven booklets on career opportunities as well as two "self-guidance publications." Catalyst has a library of materials related to women and work and an information communications network, composed of colleges, which serves as a clearinghouse for information on career intervention programs and strategies.

C. Center for Vocational Education, The Ohio State University,
1960 Kenny Road, Columbus, Ohio 43210 (614) 486-3655.
Robert E. Taylor, Executive Director

The National Center for Vocational Education was established in 1965 as an educational research and development agency. Its mission is to increase the ability of agencies and institutions to solve educational

problems relating to individual career planning and preparation. The Center conducts research, develops and tests educational programs and products, operates information services, and conducts training programs. One major effort of the Center has been the creation and installation of the school-based comprehensive career education model. It has also been involved in numerous collaborative efforts with state departments of education and other institutions and has produced over 350 publications.

The Information and Field Services Division operates the ERIC Clearinghouse on Career Education. The Division also produces "Abstracts of Instructional and Research Materials (AIM/ARM)," a bi-monthly journal of abstracts related to vocational education. The Research Library contains a comprehensive collection of resources on career education.

D. Counselors Information Service, B'nai B'rith Career and Counseling Services, 1640 Rhode Island Avenue, NW, Washington, DC 20036 (202) 857-6593. Norman Feingold, Executive Director

The Counselors Information Service is a quarterly annotated bibliography of current literature on educational and vocational guidance published by the B'nai B'rith Career and Counseling Services. It is available by paid subscription. Also published are a "Starter File of Free Occupational Literature" and a wide variety of informative booklets and "guidance aids" covering a wide variety of guidance topics and written for both the general public and career guidance professionals.

E. Educational Resources Information Center (ERIC), National Institute of Education, Office of Dissemination and Resources, Washington, DC 20208 (202) 254-7934. Charles Hoover, Chief

ERIC was established in the mid-1960's by the U.S. Office of Education to control and catalogue the literature on education. Rather than a single center in Washington, a network of sixteen clearinghouses was set up, each based in a host organization (university or association) with contracts in the field. Each Clearinghouse specializes in a particular subject area and collects all relevant, unpulished, noncopyrighted material in that area.

The documents selected are critiqued, catalogued, indexed, and abstracted. The sixteen Clearinghouses are integrated through a central computerized facility. Thus, anyone using ERIC has access to all the data it has collected throughout the separate units.

(1) Eric Clearinghouse on Career Education (CE), Ohio State University, Center for Vocational Education, 1960 Kenny Road, Columbus, Ohio 43210, (614) 486-3655. Joel H. Magisos, Director. Career education, formal and informal at all levels, encompassing attitudes, self-knowledge, decision-making skills. Adult and continuing (including non-work) education, formal and informal, including basic and literacy education, correspondence study, and all areas of inservice training, relating to occupational, family, leisure, citizen, organizational, and retirement roles. Vocational and technical education, including new subprofessional fields, occupational psychology, occupational sociology, manpower economics, employment, industrial arts, and vocational rehabilitation (for the handicapped, mentally retarded, prisoners, discharged military, etc.). Local, state, national, and international career education policy.

(2) ERIC Clearinghouse on Counseling and Personnel Services, University of Michigan, School of Education Building, Room 2108, E. University and S. University Streets, Ann Arbor, Michigan 48109, (313) 764-9492. Garry R. Walz, Director. Counselors and personnel workers, their preparation, practice and supervision at all educational levels and in all settings; the use and results of personnel procedures such as testing, interviewing, group work, and the analysis of the resultant information relating to the individual and his environment; the theoretical development of counseling and guidance; the nature of pupil, student, and adult characteristics;

descriptions of educational, occupational, rehabilitation, and community settings; the types of assistance provided by personnel workers in such areas as education and career planning, parent and family consultation, teacher consultation and student activities; problems of aging; dropout identification, prevention, and rehabilitation; counseling with special population groups, e.g., prisoners, women, youth groups, minority groups, pregnant teenagers, alcoholics, and drug abusers; drug education; sex education.

F. Fund for the Improvement of Postsecondary Education (FIPSE), 400 Maryland Avenue, SW, Room 3123, Washington, D.C. 20202, (202)245-8091.

Established by the Education Amendments Act of 1972, the Fund for the Improvement of Postsecondary Education seeks to encourage reform, improvement, and innovation in postsecondary education. FIPSE is a separate unit within HEW under the general supervision of the Assistant Secretary for Education. Applicants for funding submit proposals related to any or all of the purposes for which the Fund can make awards. Awards are granted to educational institutions, community agencies, associations, and other organizations.

Resources for Change is a guide to FIPSE-funded projects 1976-77. The projects represent responses to eight broad problem areas identified by the Fund, such as: extending effective educational opportunity to those still not adequately served by the system; improving programs, personnel and instruction for more effective education; and preserving institutional vitality in the face of growing rigidity and regulation.

G. National Center for Educational Brokering, 1211 Connecticut Avenue, NW, Suite 400, Washington, DC 20036, (202)466-5530. Francis Macy, Director

The National Center for Educational Brokering assists in all aspects of the development of brokering programs throughout the country. These programs are designed to help out-of-school adults in making career and educational decisions by providing them with impartial information, assessment, referrals, counseling, and advocacy. NCEB produces a monthly newsletter, monographs, and articles; and it operates a clearinghouse of published and unpublished materials related to educational brokering and adult learning.

H. National Collaboration for Youth, 1666 Connecticut Avenue, NW, Suite 405, Washington, DC 20009, (202)462-2431. Mildred Wurf, Coordinator

Established in 1973, the National Collaboration for Youth is a coalition of twelve organizations serving the needs of youth ages six to eighteen.

The twelve organizations are:

- Boys' Clubs of America
- Boy Scouts of America
- Camp Fire Girls, Inc.
- 4-H Clubs, Federal Extension Service
- Future Homemakers of America
- Girls Clubs of America
- Girl Scouts of the U.S.A.
- National Board of YWCAs
- National Council of YMCAs
- National Federation of Settlements and Neighborhood Centers
- National Jewish Welfare Board
- Red Cross Youth Service Programs

These organizations, whose local affiliates are engaged in providing direct services to youth, address national policy issues and attempt to create awareness of youth-related social issues (education, family life,

health, and employment). The Collaboration is affiliated with the National Assembly of National Voluntary Health and Social Welfare organizations.

I. National Commission on Resources for Youth (NCRY), 36 West 44th Street, New York, NY 10036, (212)682-3339. Mary Kohler, Director

A non-profit organization established in 1967, NCRY collects and distributes information on innovative programs in which youth assume rewarding and responsible social roles. NCRY develops model Youth Participation Programs and provides how-to-do-it materials in print, on films, and on videotapes. One widely used NCRY program is Youth Tutoring Youth, in which older students teach younger ones on a one-to-one basis. NCRY publishes a newsletter, "Resources for Youth."

J. National School Volunteer Program, Inc. (NSVP), 300 North Washington Street, Alexandria, Virginia 22314, (703)836-4880. John W. Alden, Executive Director

The National School Volunteer Program is a non-profit organization which supports a network of national, regional, and state organizations designed to create partnerships of educators and citizens through school volunteer programs. The national office publishes newsletters and reports, operates a clearinghouse on school volunteer programs, conducts regional workshops for leadership and volunteer skills and national conferences, and relates school volunteer organizations to the parallel activities of government, business, industry, unions, foundations, and educational organizations.

K. National Youth Work Alliance (NYWA), 1346 Connecticut Avenue, N.W., Washington, D.C. 20036, (202)785-0764. Mark Thennes, Executive Director.

The National Youth Work Alliance, until January 1979 known as the National Youth Alternatives Project, is a membership organization based on coalitions of youth workers organized or being organized in most states. The NYAP existed for five years as a youth service advocacy and resource/technical assistance organization. NYAP had particularly close funding relationships with federal social service and juvenile justice agencies and "brokered" programs between these agencies and local youth service agencies. Many of the innovative programs and practices facilitated and advocated by NYAP have become accepted practice.

As a membership organization, NYWA continues to provide technical assistance and information exchange through publications, conferences, and workshops. NYWA publishes Youth Alternatives and operates a clearinghouse on youth services programs and information.

L. Smithsonian Science Information Exchange, Inc., Room 300, 1730 M Street, NW, Washington, DC 20036, (202)381-4211.

The Smithsonian Science Information Exchange, established in 1949 as the Medical Sciences Information Exchange, maintains a central data base of information on research in progress. The SSIE indexes and disseminates information about research in all fields of the life and physical sciences that is supported by over 1,300 organizations. One field covered in SSIE is vocational counseling. The "SSIE Science Newsletter" offers research information packages, which are predesigned searches of the data base on topics of high current interest. Each issue of the newsletter has package listings for different fields.

M. Social Research Group/Data Bank of the Interagency Panel for Research and Development of Adolescence, George Washington University, 2401 Virginia Avenue, NW, Washington, DC 20037, (202)331-8706. Sharon Mangus

The computerized data bank of the Social Research Group collects and disseminates information about ongoing research from member agencies of the Interagency Panel on Early Childhood Research and Development and the Interagency Panel for Research and Development on Adolescence. Since 1971, the SRG has developed a book of descriptors, revised annually, which classifies projects through a coding system. Currently, the computerized data system contains over 4,000 projects on early childhood and adolescence classified by 650 descriptors and 229 test codes. A brief abstract is available for each research project contained in the data system.

THE WORK-EDUCATION CONSORTIUM

"...(to) ferry people and ideas across the gap between education and employment..."

— Willard Wirtz

THE WORK-EDUCATION CONSORTIUM IS A RESPONSE TO THE NEED FOR:

- Improved community involvement in youth transition from school to work
- Better employer-school relations
- An understanding of career education, accurate local occupational information, and effective placement services
- Changing employer hiring practices toward youth
- Information on successful models of collaboration to address these needs

THE WORK-EDUCATION CONSORTIUM IS A COLLABORATIVE EFFORT OF:

Local Communities

— Where the initiatives start among education systems, business, labor, government agencies, parents, and students

The National Manpower Institute

— Facilitating the process

The Federal and State Governments

— Providing resource support

THE WORK-EDUCATION CONSORTIUM PROJECT CONSISTS OF:

A *Consortium* formed of a select number of communities that are developing substantial collaborative efforts to solve education/work transition problems and an *Information Exchange Service* designed to facilitate the exchange of information and technical assistance resources primarily among member Consortium communities, thus lessening the isolation in which many of these initiatives develop.

The Work-Education Consortium is funded by the U.S. Department of Labor and operates in consultation with representatives from the Departments of HEW and Commerce.

The Work-Education Consortium consists of a group of communities that have made substantial efforts to involve important sectors of the community in youth's development. They are communities where some combination of educators, business people, union members, government officials, service agency representatives, parents, and students *participate* in smoothing the transition from school to work.

The Consortium provides a forum for sharing the information, experience, and expertise existing within the Consortium communities, and highlights those effective policies and procedures that improve local education-work relationships. The National Manpower Institute serves the Consortium by providing technical assistance to the communities through field visits and the written word, by facilitating access to technical and funding resources at the federal and state levels, and by acting as intermediary between the Consortium communities and Federal Agencies.

The experiences of the Consortium communities provide a set of models for other communities to examine for possible application to their own youth transition problems. The approach, however, is a *local* one, not an attempt to identify a single model. What the Consortium emphasizes is a *process* not a program.

The Work-Education Consortium is an exercise in local initiative, wide community involvement and demonstration, rather than theory not based on experience.

THE INFORMATION EXCHANGE SERVICE

The Information Exchange Service receives program descriptions about local education-work efforts from communities across the country. In order to share this information, a newsletter, *The Work-Education Exchange,* is distributed. The newsletter includes such items as articles on education-work policy matters; annotated summaries and ordering information for relevant publications; descriptions of local councils and their activities; announcements of workshops, conferences, and training opportunities; information on national organizations and clearinghouses that provide useful services; potential funding sources; and updates on relevant federal and state legislation and programs. This means of communication keeps interested individuals and groups informed of the Consortium's activities and contains news items covering a range of issues related to the national work-education initiative.

The following additional activities are part of the Information Exchange:

- Maintaining a central collection of information on education-work initiatives
- Preparation and distribution of fact sheets and case studies describing exemplary programs and practices
- Planning and conducting workshops and seminars

CONSORTIUM COUNCILS

- Association of Business, Labor and Education (ABLE), New York, New York
- Bethel Area Community Education-Work Council, Bethel, Maine
- Business Education Liaison (BEL) Work Council, Bridgeport, Connecticut
- Center for the Study of Private Enterprise, Augusta, Georgia
- Community Career Development Council, Santa Barbara, California
- Community Careers Council, Oakland, California
- Community Education-Work Council of Northwestern Vermont, St. Albans, Vermont
- Consejo de Educación y Trabajo de la Comunidad, Bayamón, Puerto Rico
- Education to Work Council of Philadelphia, Inc., Philadelphia Pennsylvania
- Education-Work Council, Enfield, Connecticut
- Education-Work Council of Erie City and County, Erie, Pennsylvania
- Education-Work Council of the Upper Ohio Valley, Inc., Wheeling, West Virginia
- Greater Portland Work-Education Council, Portland, Oregon
- Industry-Education Council of California, Burlingame, California
- Labor-Management Committee of the Jamestown Area, Jamestown, New York
- Lexington Education-Work Council, Lexington, Kentucky
- Martin County Education-Employment Council, Inc., Williamston, North Carolina
- Mesa Community Council, Mesa, Arizona
- Mid-Michigan Community Action Council, Alma, Michigan
- Niagara Frontier Industry Education Council, Inc., Buffalo, New York
- Puget Sound Work-Education Council, Seattle, Washington
- Sioux Falls Area Education-Work Council, Sioux Falls, South Dakota

- Tanana Valley Education-Work Council, Fairbanks, Alaska
- Tri-County Industry-Education-Labor Council, East Peoria, Illinois
- Trident Work-Education Council, Charleston, South Carolina
- Worcester Area Career Education Consortium, Worcester, Massachusetts
- Work, Education and Leisure Initiative, Trenton, New Jersey
- Work/Education Council of Southeastern Michigan, Inc., Plymouth, Michigan
- Work-Education Council of the South Suburbs, Chicago Heights, Illinois

In addition, four to five states will be selected in 1979 for funding for statewide activities and to provide assistance to new, particularly rural, councils in those states.

THE NATIONAL MANPOWER INSTITUTE IS A PRIVATE, NON-PROFIT INSTITUTION concerned with the full development and use of human potential; the development and implementation of education-work policy which rationally integrates education, employment and training, and economic policy; and the elimination of time traps which separate life into youth for education, adulthood for work, and retirement for obsolesence.

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